

# Oakland Central District Development Program

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## Summary Report



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Oakland  
Central  
District  
Development  
Program

February  
1986





## **Introduction**

This report summarizes the proposed policies and actions for revitalizing Downtown Oakland. Entitled the Central District Development Program (CDDP), the new plan provides a comprehensive management program for attracting additional economic development and employment to Oakland while at the same time ensuring the continuance of such environmental qualities as unclogged streets and sun-lit plazas.

The report represents the culmination of a 3-phase CDDP study. The first phase identified current downtown issues and opportunities. Technical reports were prepared during Phase I on such diverse topics as historic/architectural resources, land use regulation, urban design, transportation, environmental service capacity, housing, commercial development, socio-economic concerns and fiscal condition. Phase II presented alternative investment strategies and priorities for developing the Central District.

The following recommendations are based on the findings contained in the previous reports and on the comments received from the CDDP Select City Council, Citizens Advisory, and Technical committees, as well as from the general public.

The report is being presented to the City Council and the community for their review. After receiving comments from City departments, community and business organizations, and the public, the Council will consider possible modifications and eventual adoption of the various recommendations as part of City's policies and development programs. The review and approval process will likely take place over several months and include opportunities for public comment.

## **Comprehensive Management Program**

The City Council, and its various City departments, have recently initiated many new development projects and studies aimed at revitalizing the Central District. Such projects include Jack London Square, Housewife's Market, Hotel II, City Hall Plaza re-design, Retail Center Study, Housing Plan, Transit Study and the Cultural Program.

The Central District Development Program was initiated, in part, to make sure that there is an overall downtown strategy that integrates all the various projects, and ensures they do not conflict with each other. The CDDP recommendations present such an integrated management program, including complementary economic development,

land use, transportation, urban design, housing, community facility and socio/equity policies and actions that should be enacted over the next 15 years. It also contains a \$180 million investment strategy that establishes financial priorities that are consistent with likely future revenues.

### **Three Challenges**

The plan offers three basic challenges or goals for the Central District:

1) **To Attract Growth** - A greater share of the Bay Area economy can bring new benefits via new job opportunities and an expanded tax base that, in turn, can be used to build new housing or to improve employment training. With the San Francisco "growth cap" and suburban anti-growth moratoria and initiatives, the timing is right for more aggressive actions to encourage business expansion in Oakland.

The Plan recommends a series of actions for enticing more tenants to Oakland offices as well as other development policies and programs for broadening the Central District's economic base. The Plan also recommends enactment of four new development projects aimed at enlivening and enhancing the image of the downtown.

2) **To Manage Growth** - To provide Oakland residents and employers with an attractive Central District which also functions well, the Plan recommends adoption of a number of land use, transportation, and community facility policies and projects, as well as urban design guidelines for new development.

3) **To Share the Benefits of Growth** - To many Oakland residents, there is little reason to encourage expanded downtown development unless the benefits are shared with all segments of the community. The Plan recommends "sharing" policies and programs concerning local hiring, minority participation in commercial development, and housing preservation and construction.

The following pages summarize and diagram the many recommended actions for achieving these three basic objectives.



# Attracting Growth



## Economic Attraction Program

An aggressive attraction strategy is the vital link to the success of the Central District. Companies, whether they are now located in Oakland or in other sections of the Bay Area, need to be sought out and encouraged to expand or relocate to the Central District.

### Policy

An aggressive marketing strategy should be enacted aimed at increasing the annual rate of absorption of office space from 300,000 to 600,000 square feet program over the next ten years.

### Implementing Actions

- o Develop a tenant targeting program with the help of commercial realtors, major project developers, the Office of Economic Development and Employment, and the Mayor's Office.
- o Create a fund to provide financial assistance to help offset a portion of the costs of tenant improvements and start-up costs associated with moving to a Central District office building.
- o Create a Mayor's Tenant Outreach Committee to make direct approaches to the prospective tenants identified through the targeting program, encouraging them to expand or locate in Oakland.
- o Support the creation of child care facilities. The City would provide initial capital grants to child care operators who propose to create facilities located in the Central District to serve downtown employment.
- o Continue to support cultural development. The City should continue to assist arts and cultural programs that, among other benefits, serve to market Oakland and the Central District.

- o Form a Central District Development Council that could be involved in:
  - marketing and promotion of the Central District
  - developing the action plan for the Broadway streetscape improvements including the arrangement of an assessment district
  - developing and perhaps operating the Broadway Trolley
  - continuing the additional mounted and walking patrol officers
  - contracting for additional maintenance and landscaping services

### **Policy**

The highest priority in the Central District retail strategy should be the completion of publicly sponsored retail projects.

### **Implementing Actions**

- o Complete and provide needed ancillary support including parking, traffic improvements, and streetscape amenity, for the the following projects:
  - Preservation Park
  - Old Oakland
  - Chinatown Retail
  - City Center Retail
  - Jack London Square

### **Policy**

The City should maximize the effectiveness and leverage of the public investment in the Retail Center, as well as other future commercial developments, by avoiding the "front loading" of its investment and by making maximum use of local public financing.



Implementing  
Actions

- o Negotiate commercial projects in a manner whereby public investment coincides with or follows, to the extent feasible, developer investment. The developer should be asked to advance funds to share in costs typically borne by the City, such as parking land acquisition. Major public expenditures should be made as late in the pre-development phase as possible, except for strategic land acquisitions. Major site purchases should proceed only after key project milestones, such as major tenant commitments, are reached.
- o Explore the potential for forming joint venture partnership or other arrangements with key land owners which reduce front end land acquisition costs.

Policy

Provide additional support to draw residential shoppers to the downtown if the Retail Center cannot be developed as proposed or after the Retail Center is completed.

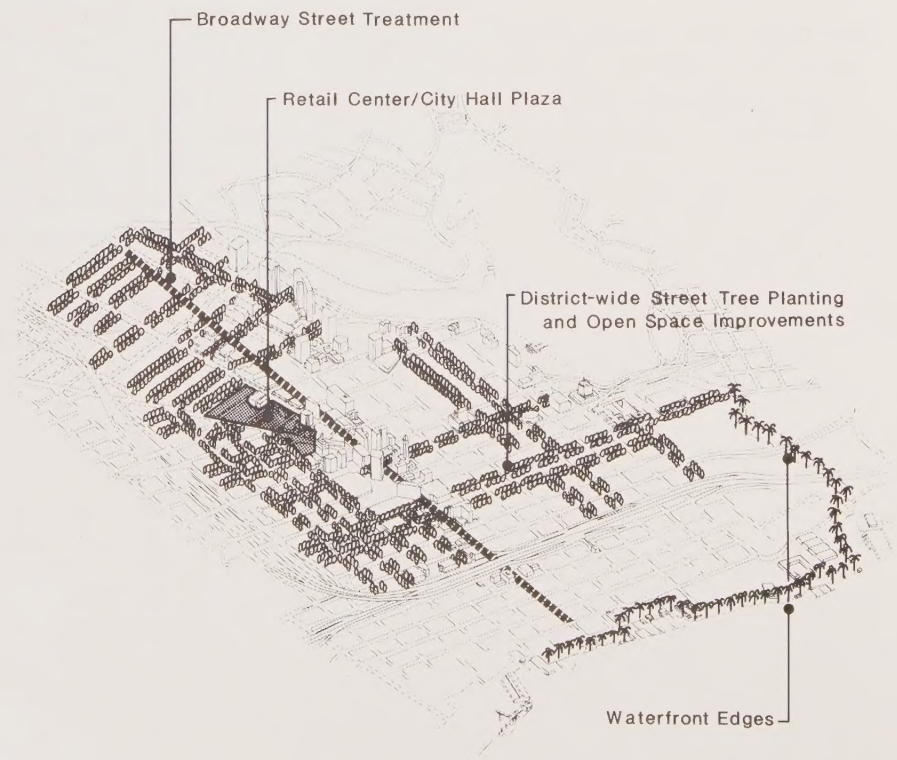
Implementing  
Actions

- o If the Retail Center cannot be developed at the size initially contemplated, reduce its size and make greater efforts to involve existing property owners in a regional shopping center. If those efforts fail, the City should withdraw from the effort and permit market forces to dictate development of that area.
- o Establish a Commercial Rehabilitation Loan Program to be instituted to help upgrade the appearance and function of retail on Broadway, Telegraph, San Pablo and other locations where public subsidies may be required should the Retail Center not proceed.
- o Produce Market - Develop an action plan that preserves the unique design character of the Market and the important function it serves. The plan should consider parking and truck loading improvements.

## Special Projects

Because the City of Oakland would like to see the new form of the downtown emerge quickly, four high impact projects have been identified that can be achieved given the current availability of public funds. Concentrated in key areas, and termed Special Development Opportunities, together they will provide a physical framework that will help attract and organize future growth. These Special Development Opportunities are:

- o Development of the proposed regional Retail Center incorporating the Emporium-Capwell store linked directly to a pedestrian precinct centered on City Hall Plaza.
- o Streetscape improvements along Broadway including the construction of a single rail trolley line from 25th Street to the Embarcadero.
- o Completion of a system of continuous and consistent waterfront walkways along the Oakland Estuary and Lake Merritt Channel to be integrated with and accessible from and through existing and future developments.
- o A coordinated and accelerated program of street tree planting and other open space improvements throughout the downtown to foster the image of Oakland as a "green city".

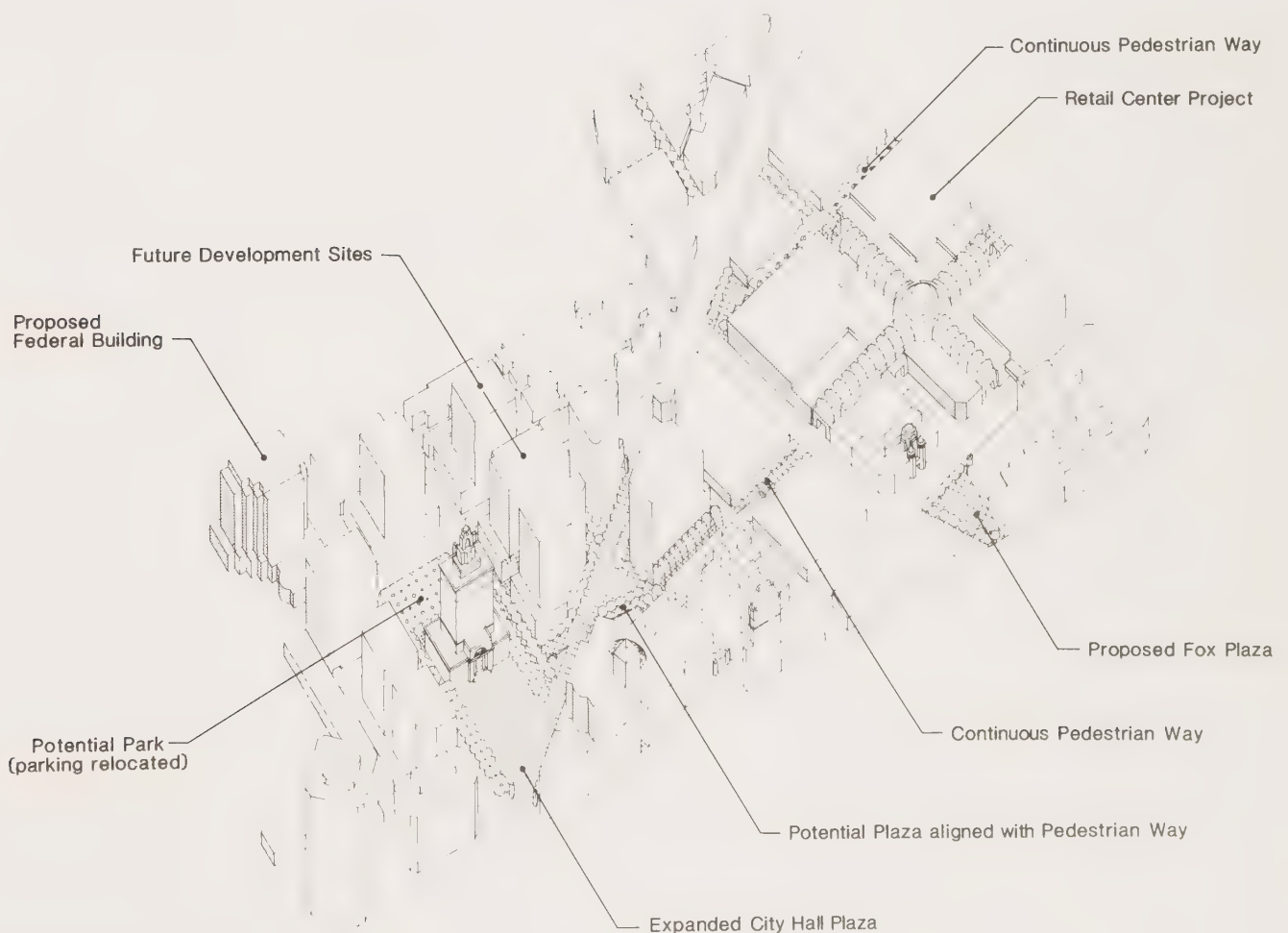


**Project 1**  
**Retail Center/  
City Hall District**

In tandem with the Retail Center project, a special pedestrian precinct should be created that extends from the Retail Center down to an expanded City Hall Plaza. A network of special pedestrian walkways would link the entire retail district to the hub at City Hall Plaza. The new precinct would be designed in a manner that invites downtown visitors to enjoy the scale, architectural landmarks, sunlight and amenities along the pedestrian network. Parking would be included under the City Hall Plaza.

**Implementing  
Actions**

- o Adopt specific guidelines and criteria for design of public improvements and public or private development in the vicinity of City Hall.
- o Proceed with the redesign of City Hall Plaza through the competition process already initiated, but extend the improvements to encompass a larger area as illustrated.

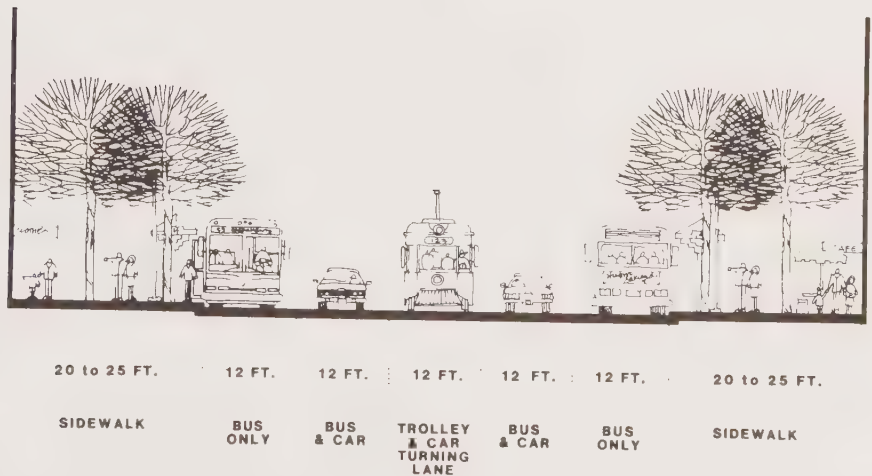




- o Develop and implement a plan for limiting traffic in the City Hall Precinct that permits the enlargement of City Hall Plaza and improvement of adjacent streets principally for pedestrian use.
- o Develop a phasing and funding plan and require developers of adjoining properties to contribute to or install a portion of the public area improvements.
- o Other long-term projects could be explored as funds become available, such as relocation of the City Hall parking garage into a new City Hall Annex building on Clay Street and the improvement of that site behind City Hall as an intensively landscaped park.

## Project 2 Broadway Streetscape Improvements/Trolley

Broadway should receive streetscape improvements including sidewalk widening and special paving, street furniture, attractive transit shelters, lighting, and landscaping. Colorful banners could be displayed and special lighting effects included. In addition, a single rail trolley line is proposed as a potential means of connecting major developments along Broadway from Kaiser Center to Jack London Square.



## Implementing Actions

- o Complete the transit study now in progress.
- o Determine what, if any, long-range implications the recommended transit policies or programs may have for Broadway.
- o Study the feasibility of constructing the proposed trolley line in light of those implications. If it appears feasible, explore possible funding mechanisms including formation of an assessment district for all improvements to Broadway.
- o Proceed with the development of a design plan for streetscape improvements along Broadway according to the CDDP design guidelines.

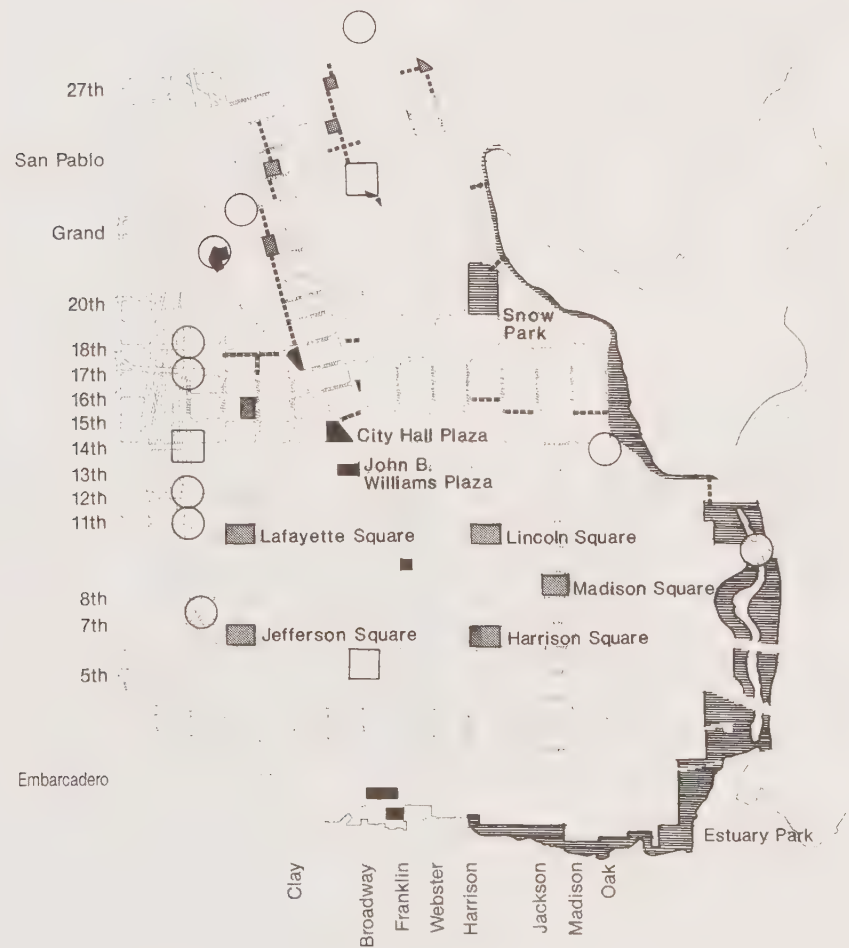


**Project 3  
District-wide  
Open Space &  
Streetscape  
Improvements**

A comprehensive open space improvement should be adopted to include accelerated street tree planting and improved maintenance; streetscape design standards relating to street width and the character of adjoining development; improvement of Central District gateways; improvements to existing parks and plazas; and development of new neighborhood parks, plazas and pedestrian ways.

Of all recommendations relating to the open space system, the highest priority should be place on developing a greatly expanded program of street tree planting and maintenance to be coordinated with the improvement of Central District gateways. Other

## Open Space System



### Legend

- |   |   |
|---|---|
|  Water-Related Parks |  Planted Gateways            |
|  Neighborhood Parks  |  Constructed Gateways        |
|  Plazas              |  Pedestrian Ways & Crossings |

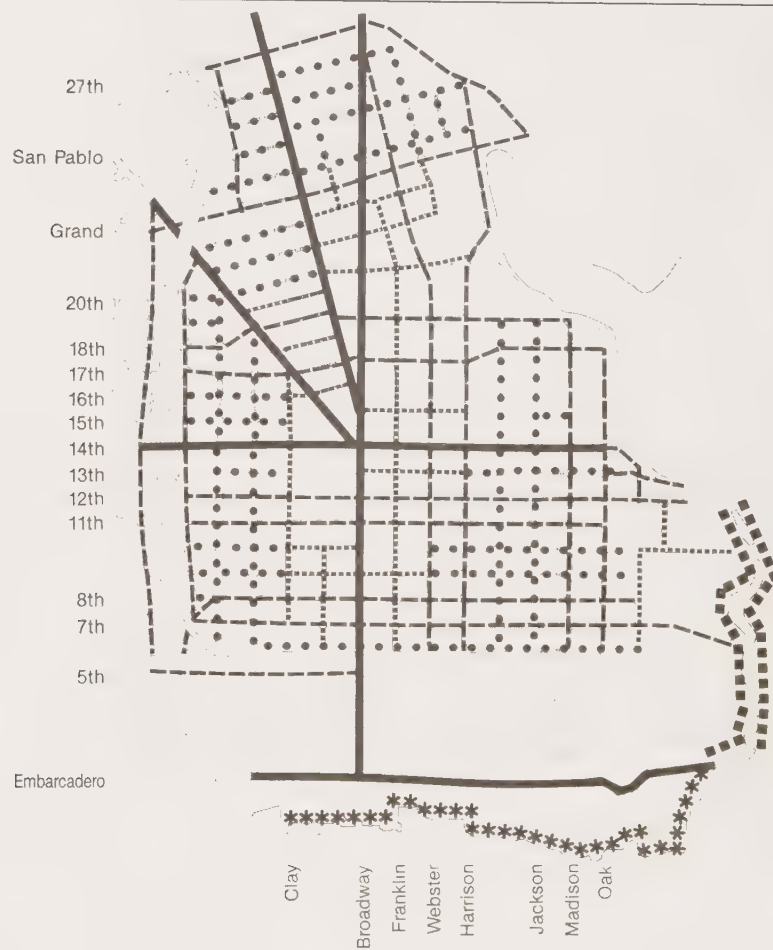


streetscape improvements such as lighting, signage and installation of street furniture could be phased in over time. Maintenance of and minor improvements to existing parks and plazas should be ongoing. Major improvements include completion and linkage of the waterfront parks and promenade and the development of new neighborhood parks, plazas and pedestrian ways.

## Implementing Actions

- o Increase annual allocation of funds for both street tree planting and maintenance.

## Street Tree Planting Plan



## Legend

### Deciduous Trees

- Ceremonial Streets
- - - Major Auto Streets
- ..... Commercial Streets

### Broad Leaf Evergreen Trees

- • • • Neighborhood Streets

### Columnar Trees

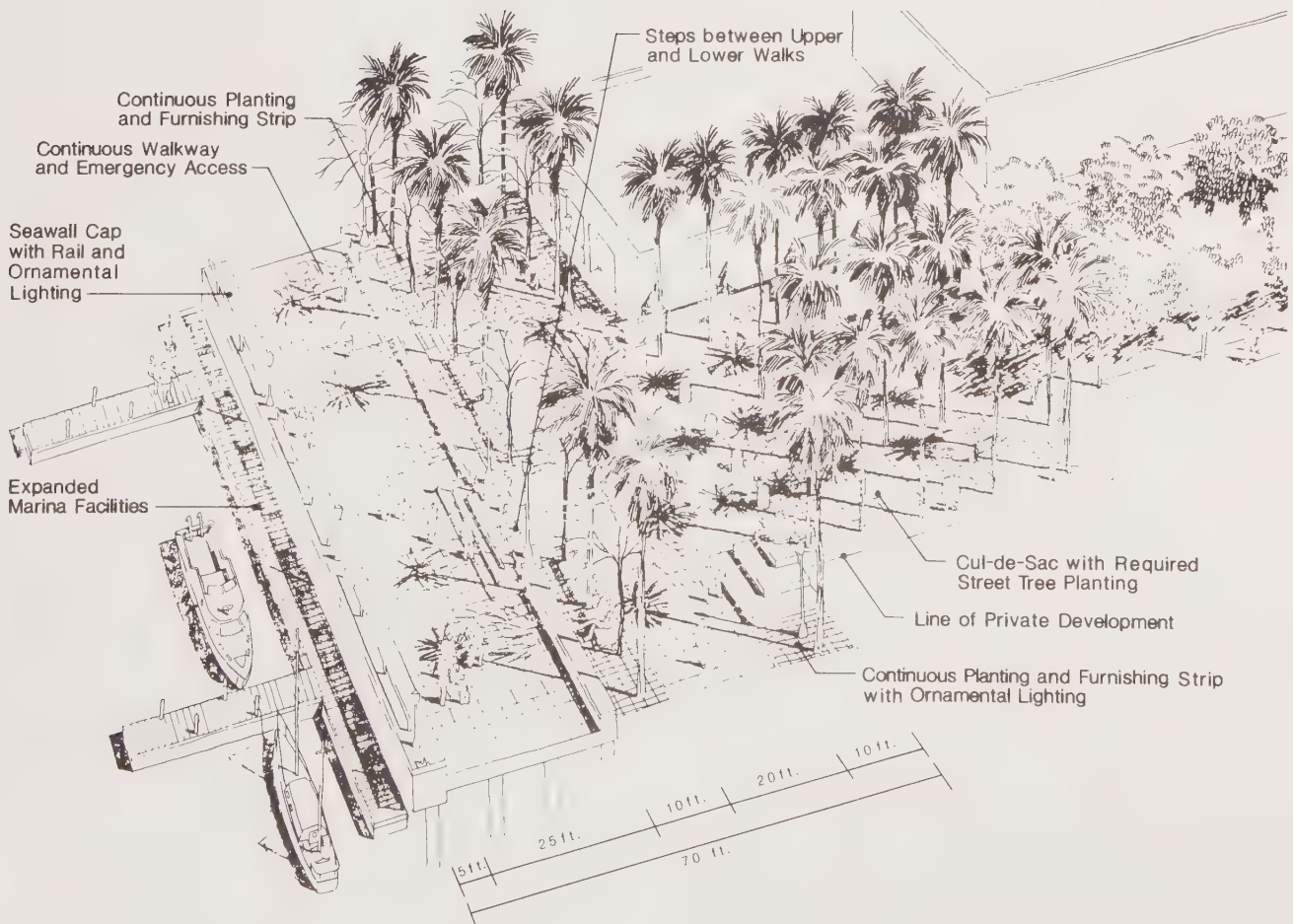
- \*\*\*\*\* Estuary Edge

- Channel Edge

- o Require developers to install street trees when new projects are built. If appropriate trees have already been planted, the developer should plant a like number in another high priority area targeted by the plan.
- o Promote community involvement in selection, planting and maintenance of trees in residential neighborhoods within the guidelines provided by this plan.

#### Project 4 Waterfront Edge

Recommended pedestrian improvements and landscaping along the Estuary and Lake Merritt Channel are aimed at making this unique waterfront resource a regional attraction. The result would be an active waterfront promenade with consistent design treatment. The public improvements could be built in increments as adjacent waterfront properties are redeveloped. To the maximum extent possible, public improvements would be funded by new private development to minimize costs borne by the City and/or the Port.



Implementing  
Actions

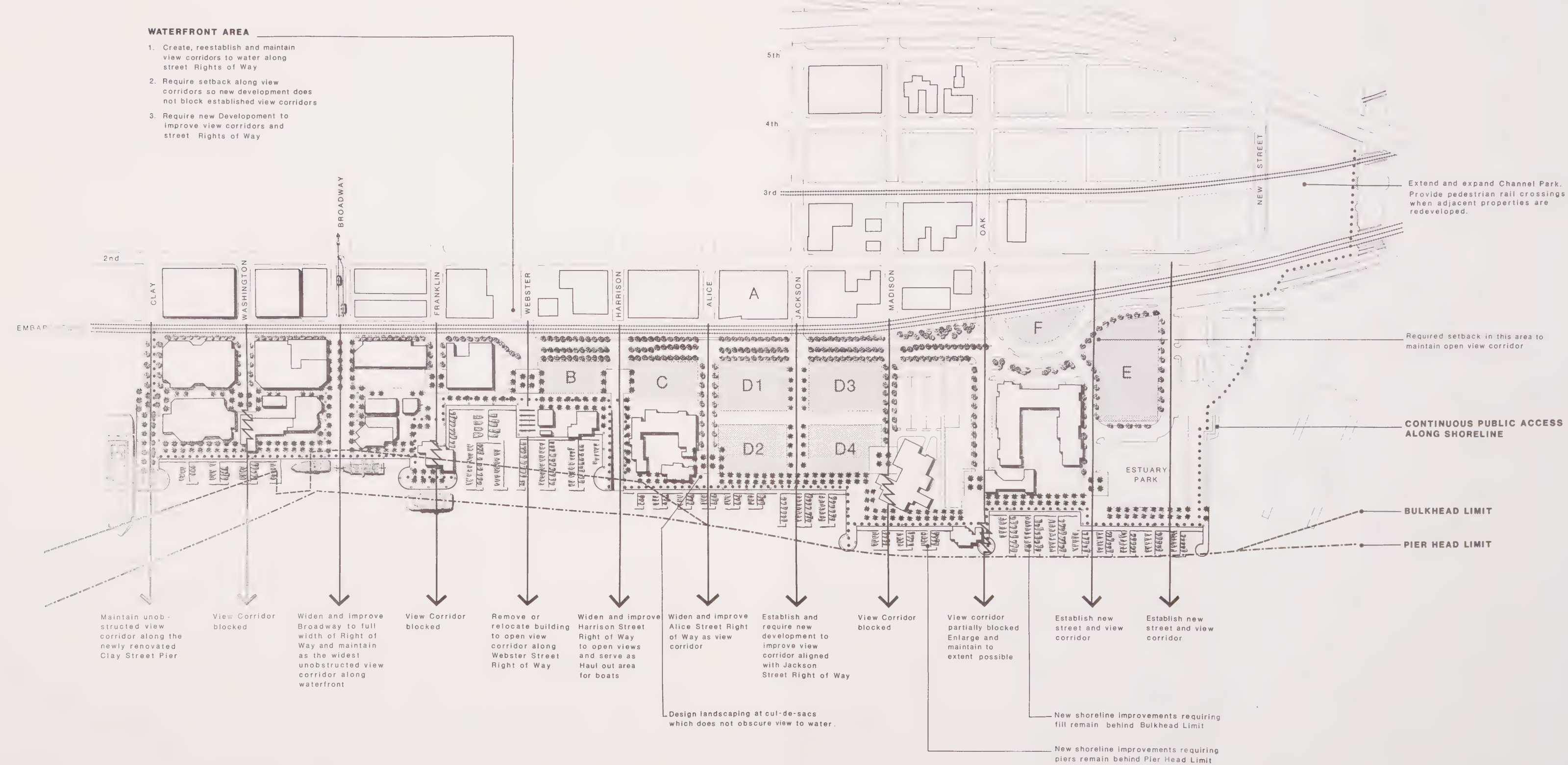
- o Proceed with current plans for improvements along Jack London Square but do not foreclose future opportunities to expand the wooden boardwalk into a generous promenade with clear and direct access on the Estuary side of all structures.
- o Develop and adopt specific guidelines for the area along the waterways to provide for coordination of public and private improvements.
- o Make improvements to the waterfront edges incrementally through public investments. For example, pedestrian crossings over the railroad tracks could be integrated into adjoining structures when redevelopment occurs.





# Waterfront Development

## Design Policies







# Managing Growth



## Land Use and Development

Oakland can avoid the problems that plague other Bay Area cities by properly guiding new growth. The CDDP recommends new land use, transportation, community facility, and urban design policies that anticipate new development and that can manage its impacts to ensure that special downtown qualities are preserved.

### Policy

The location of high-intensity office development should be focused in the Central District to create a compact downtown core along the Broadway spine.

### Implementing Actions

- o Increase the Central Core Commercial Zone (C-55) on the east side of Telegraph between 18th and 21st.
- o Recognize existing approvals of major office/mixed-use developments within this area including the Kaiser Center, City Center and Chinatown Redevelopment projects.
- o Eliminate the Central Core Commercial Zone (C-55) in the Lake Merritt Residential and Lake Merritt South areas.
- o Eliminate the C-51 zone designation, which permits a minimum floor area ratio of 7:1, in the residential areas that border the Central Core Commercial Zone -- City Center West, City Center South, City Center North, Lake Merritt Residential, and Old Chinatown areas.

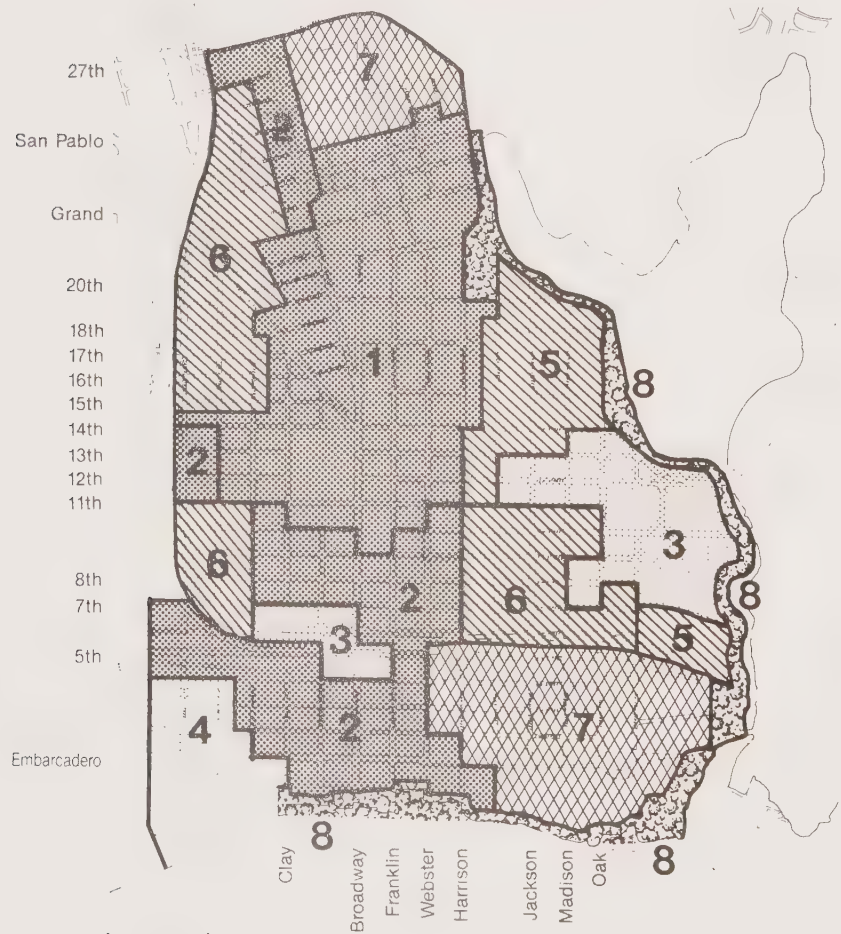
## Policy

High-density office development should be guided in a manner that does not result in undesirable environmental, social or economic consequences that cannot be minimized by other policies and programs.

## Implementing Actions

- o Place a 20:1 floor-area ratio or 600,000 square foot, which ever is less, limitation on a single building within the C-55 zone. Larger buildings could be permitted, based on a conditional use permit review procedure.
- o Change the Central Core Commercial Zone (C-55) between Franklin and Harrison to Central Core Service Commercial (C-51).

## Future Land Use Framework



### Legend

- |                                |                                  |
|--------------------------------|----------------------------------|
| 1 High Intensity Commercial    | 5 High Density Housing           |
| 2 Specialty/Support Commercial | 6 Medium-High Density Housing    |
| 3 Institutional/Government     | 7 Mixed Use/High Density Housing |
| 4 Manufacturing/Transportation | 8 Park/Recreation                |

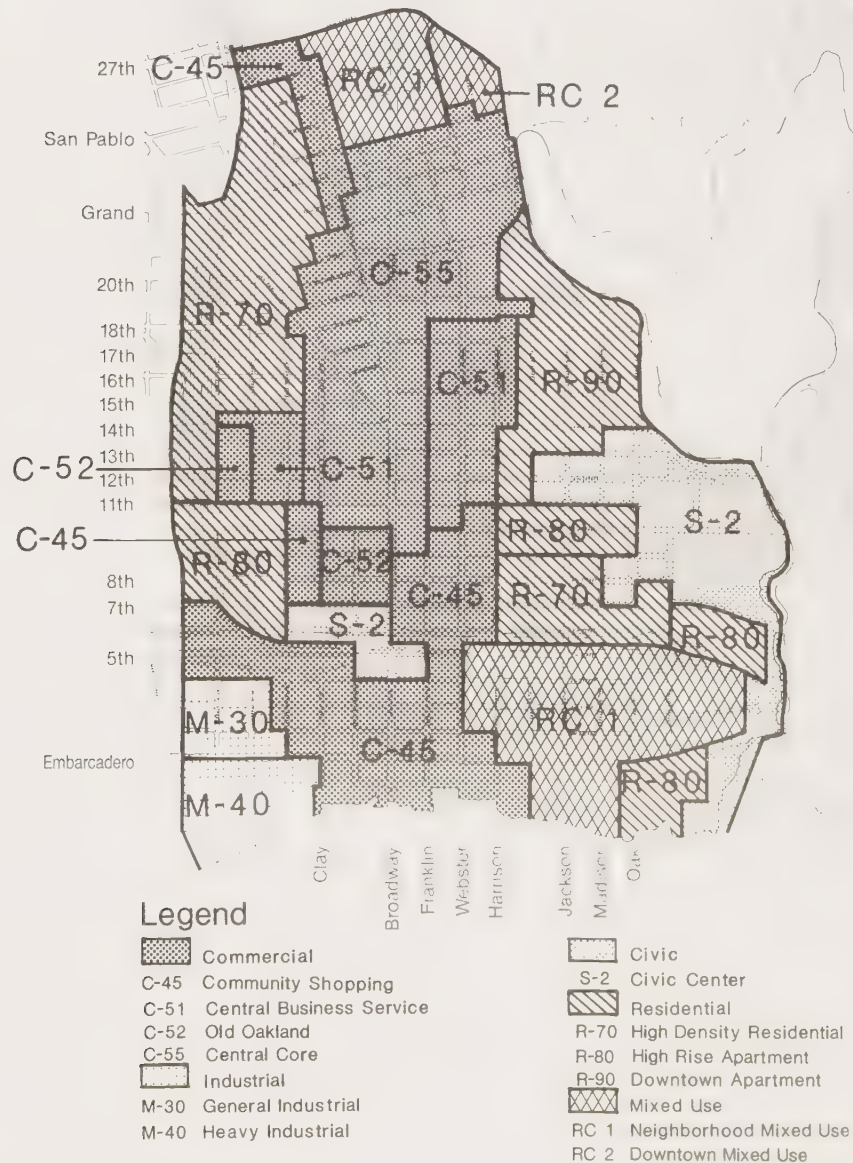
## Policy

Housing in existing neighborhoods should be preserved by adopting residential zoning that encourages infill housing development of an appropriate scale and type.

## Implementing Actions

- o Amend the zoning in City Center North and West sub-areas from Central Business Service Commercial (C-51) along the Grove/Shafter to Medium-High to High-Density Residential (R-70 and 80).
- o Extend the Downtown Apartment Zone (R-90) in the Lake Merritt Residential area to sections of the Lake Merritt South area.

## Proposed Zoning





- o Extend the boundaries of the High-Density Residential Zone in the Old Chinatown/Lake Merritt South and lower the intensity from R-80 to R-70 in certain areas to be more compatible with the scale of the existing neighborhood and historic buildings.

## Policy

New high density housing, including that built in mixed-use developments, should be promoted in locations near the high-intensity commercial core and where it does not conflict with the character of the existing neighborhoods.

## Implementing Actions

- o Create two new mixed-use zones that permit high-density residential and commercial support services (RC-1 and RC-2 zones).

RC-2 should permit a maximum allowable residential density of 290 units per acre, similar to the existing R-90 zoning. The maximum commercial floor-area ratio for that area should be 3:1. Office-type uses should not exceed 15,000 square feet unless the project contains 2 square feet of residential for every one square foot of commercial use.

RC-1 should permit a maximum of 145 residential units per acre similar to the existing R-80 zone. The maximum commercial floor-area ratio should be 3:1. Office-type uses should not exceed 15,000 square feet unless the project contains one square foot of residential for every one square foot of commercial.

- o Amend the S-2 zone to R-80 on the Laney College parking lot to encourage housing at that site.

## Policy

The City should strengthen and preserve areas adjacent to the Central Office Core that provide specialty retail and entertainment.

## Implementing Actions

- o Rezone the area on the west side of Old Oakland, which includes the Housewives Market, to C-45 to ensure compatibility with nearby development.
- o Expand the Community Shopping Commercial Zone (C-45) in the Embarcadero area to encourage more retail, housing, entertainment and office-support commercial in that location.

## Policy

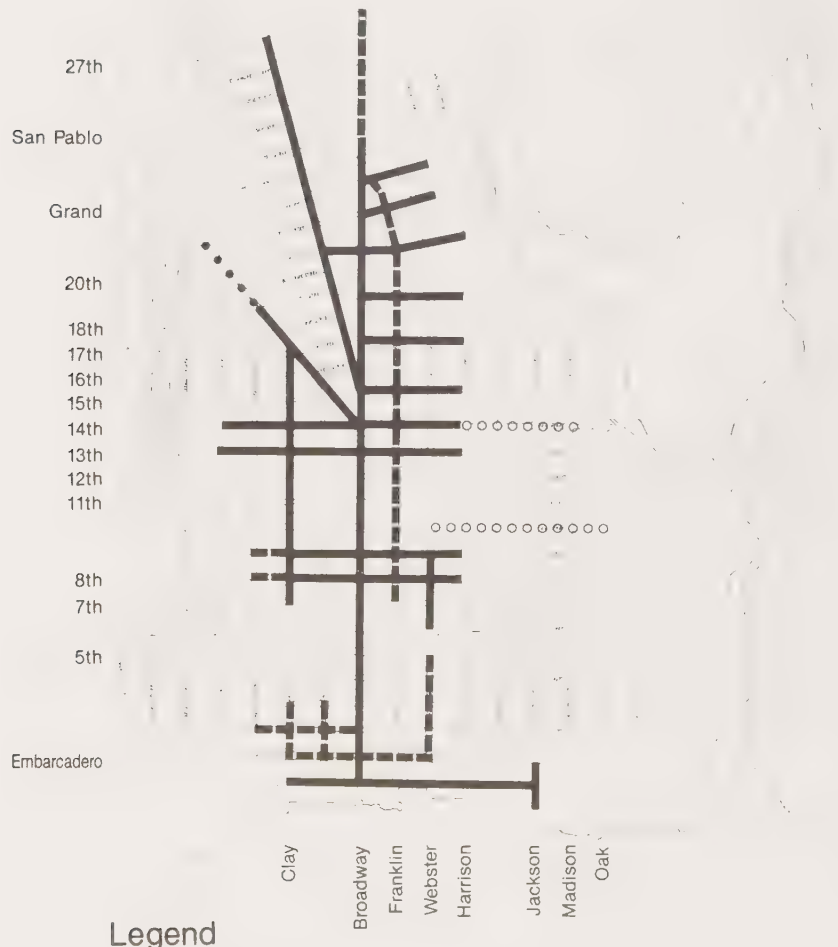
Ground-floor commercial uses should be required on designated Central District streets to attract more concentrated levels of pedestrian activity.

## Implementing Actions

- o Adopt the designation of certain Central District streets as Commercial Service Streets. Those streets designated as "Continuous" would be required to have selected high-volume pedestrian commercial uses on their ground-floor level.

Those streets designated "minimum 50%" should have high-volume pedestrian commercial uses on the ground-level for half of their street frontage.

## Designated Commercial Streets



## Legend

### Commercial Service Streets

- Commercial Uses Continuous at Ground Floor Frontage
- - - Commercial Uses Minimum 50% of Ground Floor Frontage

### Neighborhood Service Streets

- • • Commercial Uses Continuous at Ground Floor Frontage
- ○ ○ Commercial Uses Minimum 50% of Ground Floor Frontage

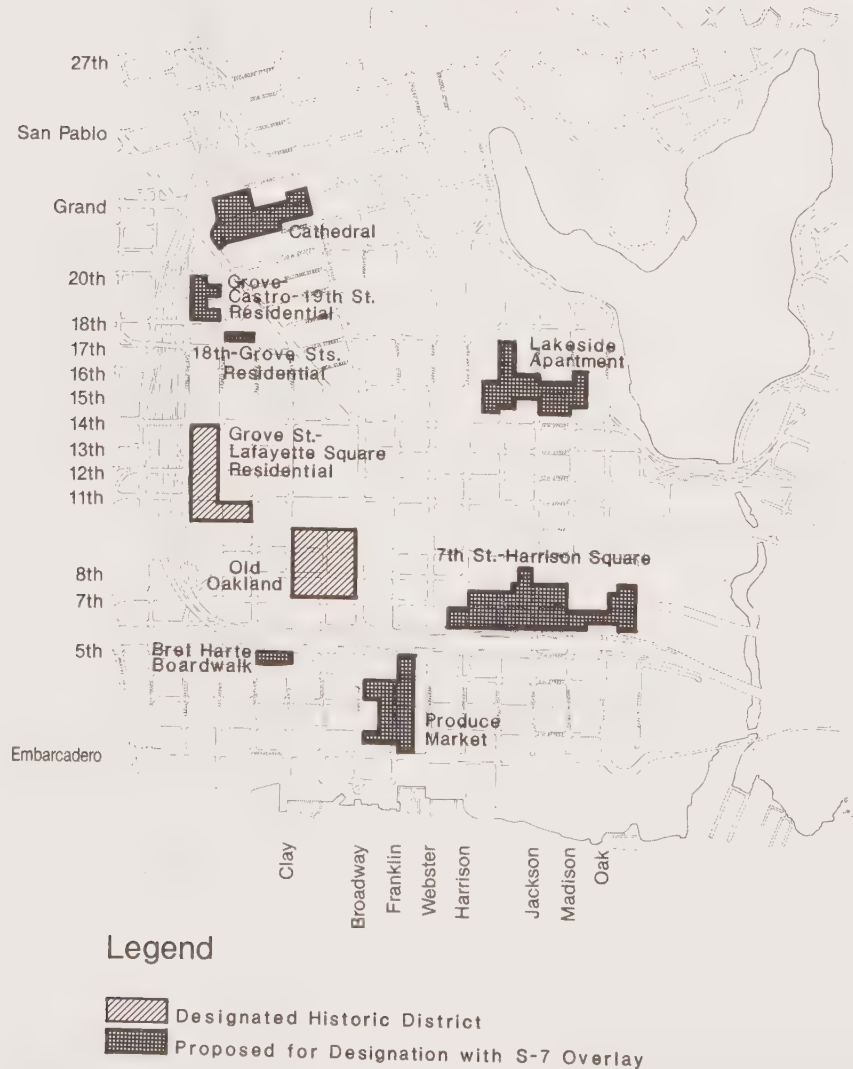
## Policy

Significant historic resources and special districts should be preserved to maintain a sense of the past and to provide the variety and character which these exceptional buildings lend to the image of the City.

## Implementing Actions

- o Accelerate the program of landmarks designation at the local, state or national level, particularly for unique commercial buildings in areas subject to intense development pressures.
- o Protect special districts through the special zoning designations currently in use.

## Conservation Districts



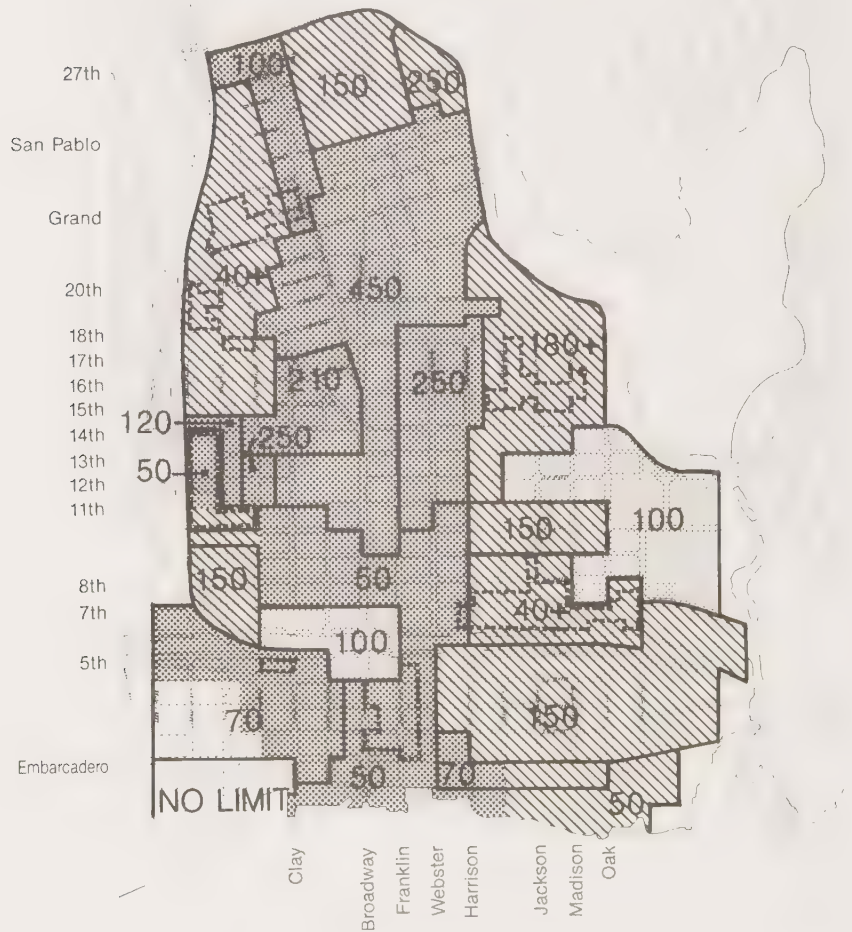
## Policy

Building heights and setbacks should be regulated to help clarify city form, to maintain sunlight, to protect views of special landmarks, and to establish the special character and function of sub-areas within the Central District.

## Implementing Actions

- o Adopt an overlay zoning regulation that establishes building height limits indicated in the Proposed Height Limits diagram.

## Proposed Height Limits



## Legend

	Commercial Districts		Height District Boundary
	Civic/Institutional		Height designated in feet
	Residential/Mixed Use		Historic District Boundary
	Industrial		



- o Waive building front lot line setbacks along designated neighborhood streets to promote visual continuity.
- o Require special upper floor setbacks in the City Hall Plaza precinct and along 15th and 17th Street to ensure sunlight in those special pedestrian locations.

## **Policy**

Design of new development should be reviewed based on a comprehensive set of urban design guidelines for the Central District.

## **Implementing Actions**

- o Adopt the design guidelines recommended by the CDDP for Special Development Projects or districts, commercial buildings and storefronts, residential buildings, and open space improvements to supplement existing design criteria for high-density housing, open parking lots and S-7 Preservation Combining Zones.
- o Require design review for projects according to location: along designated Commercial streets; in Special Development Project Areas; and in all designated historic districts.
- o Require design review for projects according to size: for any commercial building over 100,000 square feet in the C-51 or C-55 zoning districts; for any building over 25,000 square feet in other commercial, civic or industrial zones; and for any residential building of five or more units.
- o Revise the zoning map and regulations to eliminate the use of the S-4 and S-8 combining districts and adopt the criteria outlined above.

## **Circulation and Parking**

The new Central District transportation program, with its 1) new street system network; 2) short-term parking emphasis; and 3) transit coordination can help avoid the gridlock that is damaging other Bay Area cities.

### **Policy**

The capacity of those roadways that best provide access between Downtown Oakland and the regional freeway system should be improved with particular emphasis on east/west movements to access I-980.

### **Implementing Actions**

- o Restripe and widen Grand Avenue.
- o Create a one-way couplet on 11th and 12th Streets.
- o Provide double left turn lanes at the Grand Avenue and 27th Street intersections with Northgate Avenue.
- o Provide numerous improvements along Broadway to facilitate traffic flow to and from the freeway and the Alameda tube.
- o Restripe Harrison Street for one-way northbound traffic flows between 10th and 20th Streets.
- o Revise the existing channelization and restripe the Oak/Madison Street couplet.
- o Provide an auxiliary merge lane at the Oak Street southbound on ramp to I-880 and an auxiliary northbound lane on I-880 for the Oak Street exit.
- o Remove parking and provide three travel lanes on the northbound approach to the 5th and Broadway intersection.
- o Revise the 27th/Valdez intersection.
- o Realign 17th Street between Broadway and Grove Street.

### **Policy**

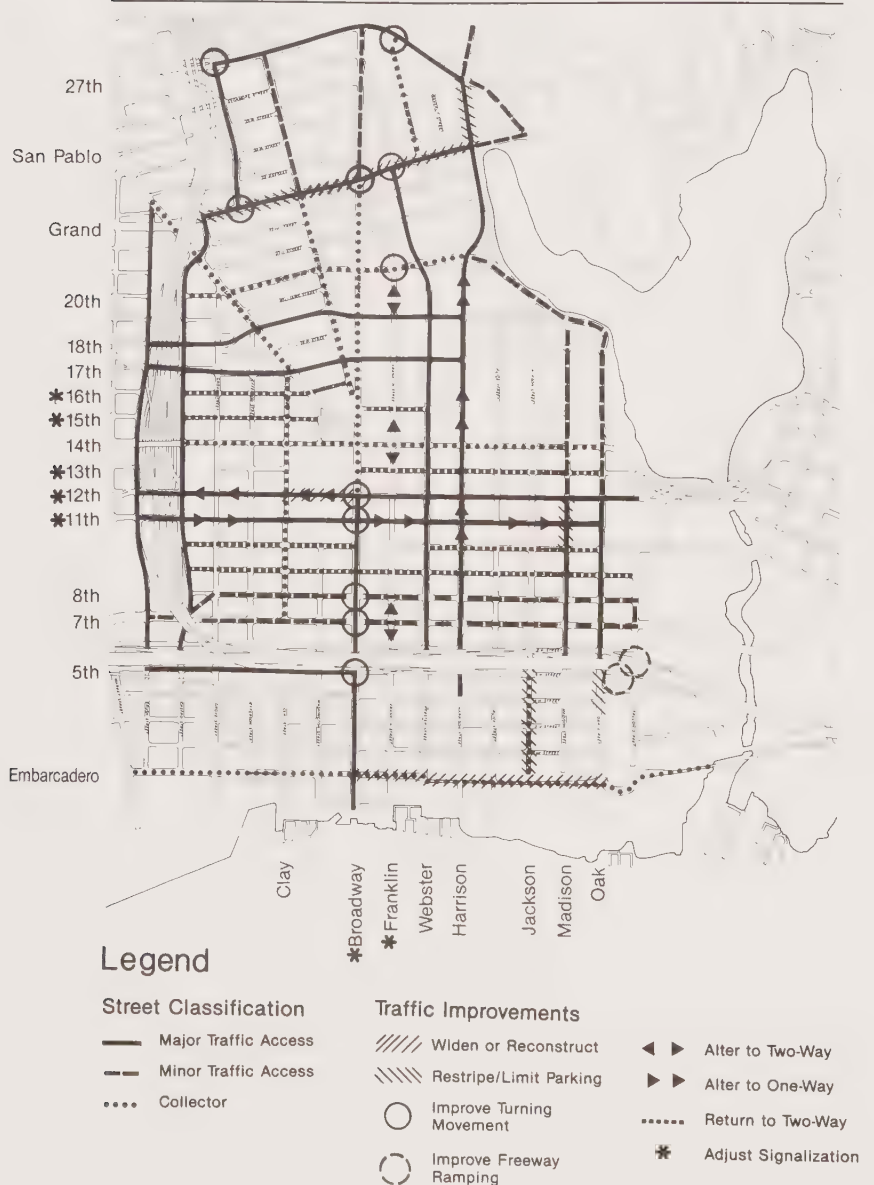
Roadway capacity should be improved at those locations expected to experience significant traffic congestion.

### **Implementing Actions**

- o Provide an additional travel lane on Harrison in each direction between 23rd and Bay.

- o Create an additional travel lane on the southbound approach to the Grand/Harrison intersection.
- o Provide an additional southbound lane on Harrison south of Grand Avenue to serve Kaiser Center.

## Circulation Improvements





<b>Policy</b>	Local Circulation should be improved in a manner that enhances the Central District's residential neighborhoods.
<b>Implementing Actions</b>	<p>Restripe the following streets to two-way operation:</p> <ul style="list-style-type: none"> <li>o 16th Street between Castro and Telegraph</li> <li>o 15th Street from Castro to City Hall Plaza and Broadway to Harrison</li> <li>o 13th Street between Broadway and Oak</li> <li>o 10th Street between Castro and Oak</li> <li>o 9th Street from Castro to Fallon</li> <li>o Franklin Street</li> <li>o Widen Embarcadero to four lanes with parking</li> </ul>
<b>Policy</b>	The City should monitor street conditions to evaluate the effects of the recommended transportation improvements.
<b>Implementing Action</b>	<ul style="list-style-type: none"> <li>o Undertake a comprehensive peak hour traffic count monitoring program. The operation of specific intersections should be evaluated on a three-year basis. This traffic count program will help determine when the areawide improvements recommended as part of the above-stated objectives and policies should be implemented.</li> </ul>
<b>Policy</b>	Truck loading and service access conditions should be controlled to avoid conflicts with other traffic and with pedestrians.
<b>Implementing Actions</b>	<ul style="list-style-type: none"> <li>o Allow truck access on most major access routes into the Central District.</li> <li>o Prohibit truck loading on major or minor vehicle access streets.</li> <li>o Require all downtown commercial development projects needing more than two loading bays to provide at least one large (45-foot or greater) bay if off-street maneuvering is proposed.</li> </ul>

- o Restrict on-street loading, except in circumstances where there is no other practical loading solution.
- o Require all projects which are to have four or more standard berths to develop off-street maneuvering areas and not be allowed to have on-street maneuvering options.

**Policy**

The City should manage the supply and use of new parking spaces to provide a balance between the need for long and short-term parking and to enable the Central District to continue to have relatively uncongested streets.

**Implementing  
Actions**

Adopt the following changes in the parking code:

- o Office Use - Within C-51, C-52 and C-55 zones (Grand Avenue to the Nimitz Freeway) establish a 0.9 space/1,000 GSF maximum parking requirement (similar to one space for every 1300 leaseable square feet). Establishing a minimum ratio of 0.5 - 0.8 spaces per 1000 GSF. Developers should be encouraged to reduce parking from the maximum parking standard down to the minimum through special TSM or transit strategies.
- o Residential Use - Consider amending the code to reflect actual parking demand. A new citywide parking code could be established based on the bedrooms per unit.

**Policy**

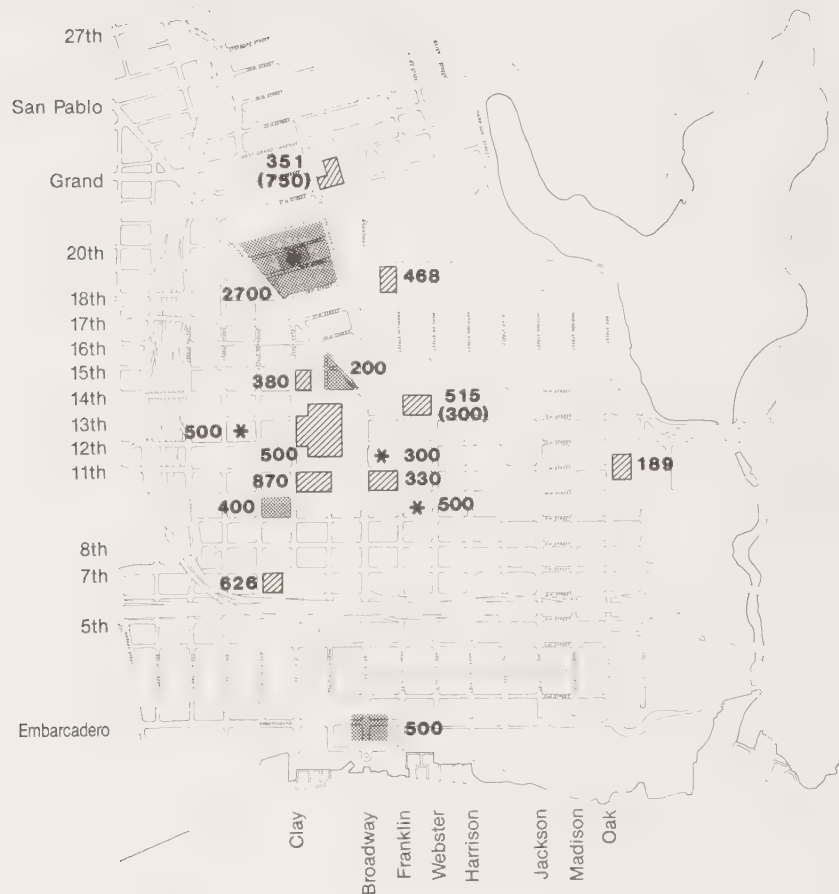
The City should amend the rate structure for on-street parking and in City-owned garages to favor short-term users and to increase the parking revenues needed to construct additional short-term , off-street spaces.

**Implementing  
Actions**

- o Increase the on-street parking rates to \$.60 per hour within the core of the Central District.
- o Establish a graduated parking rate to favor short term parking in City-owned/controlled garages. The first step would be to increase off-street parking fees in City lots/garages to \$.40 or \$.50 per hour and eliminate the maximum daily parking fees.

- o Develop an additional 5,000 short-term parking spaces in City garages. The Short Term Parking Supply diagram shows the publicly controlled garages in downtown Oakland and the potential area where new garages should be located.

## Short Term Parking Supply



### Legend

- 351 Existing Garage
- (750) Expand/Rebuild Garage
- 300 Proposed Project with Garage
- 500 Recommended Garage

- o Encourage all new parking garages to be accessible for public use to improve utilization of parking resources. Use of reserved stalls should be discouraged in favor of guaranteeing general use of parking spaces. This can be done effectively by over subscribing monthly or daily parking in a lot or garage.

- o Encourage attendant parking in lots or garages in desirable locations in the Central District (allowable under Conditional Use Permit, Section 7543 of Zoning Regulations).
- o Encourage owners of existing and/or new garages to make parking available to the general public for evening and weekend use.
- o Permit one hour of free parking in City-owned garages. Additionally, allow two hours of free parking in selected on-street parking zones (e.g. near retail shops during the weekends).
- o More aggressively promote use of the validation program in City-owned garages.

## **Policy**

The City should support and implement recommended policies of the Central District Transit Systems Improvement Study.

## **Implementing Actions**

- o Lobby BART to improve transit service to downtown Oakland by establishing a new exclusive East Bay service line between Concord and Fremont or peak services which originate in downtown Oakland.
- o Develop additional access points to BART station areas and expand the turnstile and fare facilities especially at the 19th Street Station in Oakland. This could include actions such as a new plaza access point to BART for the retail center project, extension of the 19th Street Station mezzanine to 21st Street and additional turnstiles accessing John B. Williams Plaza at 12th Street Station.
- o Establish policy which supports all extensions of BART to East Bay cities, expanding the service of regional transit to Oakland.
- o Assist in the development of funding programs for transit capital and operating improvements as recommended in the Central District Transit Study.



**Policy**

Garage parking entrances/exits should to be located where conflicts with pedestrians and buses can be minimized.

**Implementing  
Actions**

- o Locate short-term parking lots at or near sites indicated on the Short Term Parking Supply diagram.
- o Do not permit entrance/exit locations to garages on streets that are important for transit and pedestrian circulation.
- o Provide long-term parking in peripheral lots such as under the Grove-Shafter or Nimitz Freeway. The City should immediately negotiate with Caltrans steps needed to gain control of these sites.

**Policy**

Commuters should be discouraged from parking in residential neighborhoods.

**Implementing  
Action**

- o Implement a residential permit parking program in the Adams Point neighborhood and residential areas adjacent to the downtown area where commuter parking could significantly impact the availability of parking.

**Policy** The City should establish a program to encourage TSM actions in the Central District.

**Implementing Actions**

- o Establish the position of City TSM Coordinator.
- o Establish an annual report on the effectiveness of the TSM programs.

**Policy** TSM actions should be established as voluntary programs at all new major developments.

- o Establish an On-site Coordinator.
- o Establish a commuter matching service to bring together employees with similar commute paths and work time schedules to meet each other and form pools.
- o Establish a transit promotion program.
- o Establish a parking management program in privately controlled garages.
- o Encourage flextime and staggered work hours.

**Policy** A contingency TSM plan should be established by the City if peak-hour congestion exceeds desired levels and the voluntary program is not working effectively.

**Implementing Actions**

- o Enact free vanpool parking in city lots and free vanpool parking in all new development lots.
- o Levy an additional tax on all off-street parking, as a way of reducing the attractiveness of long-term parking by solo drivers.

## **Community Services**

Improvements are needed to the Central District elementary school capacity and the sewage system to accommodate more housing and commercial development.

### **Policy**

The City should assist the Oakland School District in expanding the Central District elementary school capacity to accommodate an increase in the grade school-aged population.

### **Implementing Actions**

- o Establish a committee with representatives from the School District, Planning Department, Office of Community Development, Office of Economic Development and Employment, Lincoln School, and the community to develop a specific action program for establishing a new elementary school in or adjacent to the Central District.
- o Explore with the School District the inclusion of a new school as part of a total development scheme for the property now occupied by the District's administration building.
- o Budget tax increment funds to support a portion of the construction costs of the new school.

### **Policy**

The City should enact a financing program for the repair and replacement of Central District sewer pipes that equitably distributes the costs to both current and future users (see developer mitigation costs and user fees in the investment strategy section).

### **Implementing Actions**

- o Continue to work with the East Bay Municipal Utilities District and other East Bay local governments to define a district-wide financing program for financing the replacement and rehabilitation of existing sewer pipes.
- o Adopt a policy that requires project developers to pay for sewer pipe costs associated with new demands created by their projects.
- o Budget tax increment funds to support a portion of the construction costs of the sewer pipe repairs and replacement.





# Sharing the Benefits of Growth



## Minority/ Community Equity

New downtown growth can provide a variety of social benefits to Oakland's residents if the City continues to link development to social programs. A doubling of the rate of development over the next 15 years would result in 40,000 new jobs, 16,000 of which would be entry-level. New tax revenues would enable an expenditure of \$24 million for new housing projects. The commercial projects would also provide an opportunity for minority entrepreneurs to participate in the economic revitalization of the downtown.

## Policy

The City should require project sponsors of any new projects, or additions to or conversions of existing projects in the Central District which require City assistance, to develop a minority equity participation program.

## Equity Options

Minority developers and/or investors may be offered one of four different options of participation each of which is described below:

1. Purchased Equity by All Participants  
Requirement: 20% of Control
2. Loaned Equity  
Requirement: 15% of Control
3. Equity-for-Service  
Requirement: 10% of Control
4. Profit Participation Gift  
Requirement: 5% of Profits

## Implementing Actions

- o Establish the Office of Economic Development and Employment as the department which administers the policy.

- o Distribute the policy widely so as to fully acquaint the community with its provisions.
- o Develop criteria as guidance to the formulation of a minority investor resource list and begin compilation. The list of interested and qualified minority developers/investors will be a resource to facilitate the implementation of this policy.

## **Policy**

A community equity participation fund should be established by the City to enable non-profit organizations to establish equity in public-initiated development projects.

## **Implementing Actions**

- o Budget tax increment funds to enable a non-profit organization to participate in a commercial development project.

## **Local Hiring**

A closer bond needs to be established between Oakland businesses and Oakland educators to ensure that local residents have the opportunity to fill some of the jobs created by new development.

### **Policy**

A Central Job Referral and Placement Center should be created and funded by the City on a two-year trial basis as a means of furthering the voluntary "Hire Oakland First" program. The City should also set targets for evaluating the success of the program.

### **Implementing Actions**

- o The Oakland Job Referral and Placement Program should establish a three-year target of seeking the participation of 25% of the businesses located in the Central District. This will require direct solicitation as opposed to indirect referral.
- o At least two qualified applicants should be referred to employers for each entry-level position listed.
- o An annual goal of 1000 listings should be established representing half of the estimated number of entry-level positions available in the Central District.
- o The Oakland Job Referral and Placement Program should make an annual report to the City Council indicating its success in achieving the targets and reporting on the number of job placements resulting from the program.

### **Policy**

Encourage the involvement of businesses and workers in helping prepare Oakland public school students for future Central District jobs.

### **Implementing Actions**

- o Create a Teacher/Employer Association to serve as a forum between the business community and the Oakland and Peralta School Districts in developing the training needed by Oakland employers.
- o Create, under the direction of the School District, a program so that Oakland businesses and employers can provide in-class support to teachers. This program should establish an initial goal of 10,000 volunteer hours.

## Housing

The enhancement of existing residential neighborhoods and the provision of new housing are key ingredients in the evolution of a more vital, sophisticated and attractive downtown.

### Policy

Existing Central District neighborhoods should be preserved and enhanced by adopting zoning that encourages infill residential development of an appropriate scale and type.

### Implementing Actions

o See Land Use recommendations.

### Policy

The supply of subsidized low and moderate-income housing in the Central District should be increased with financial assistance from tax-increment revenues.

## Priority Housing Projects



### Legend

- \* Single Room Occupancy Housing
- Proposed Central District Housing Projects



Implementing  
Actions

- o Starting in 1986, allocate 20% of all tax increment into a housing fund.
- o Adopt the list of "new construction" projects by the Office of Community Development as part of the Central District Housing Program.

Policy

The City should strive to maintain the current supply of 1,800 SRO units in or immediately adjacent to the Central District.

Implementing  
Actions

- o Establish the acquisition and/or rehabilitation of residential hotels as the highest priority for housing expenditures over the next 5-10 years.
- o Establish a SRO voucher referral program.
- o Establish an office of SRO ombudsman or designate a staff member to be responsible for providing information and mediating disputes regarding the SRO units.
- o Prepare an annual survey of SRO conditions and supply and report the findings to the Redevelopment Agency/City Council.
- o Conduct a study of potentially available SRO buildings both within and immediately adjacent to the Central District that might be renovated/converted by the City or non-profit organizations.
- o Review building code and zoning requirements to determine possible changes that would help reduce the cost of new SRO units. For example, the number of parking spaces could be greatly reduced.
- o Do not financially participate in projects which lead to the conversion of residential hotels to any other purposes, except those adjacent to the Old Oakland project.
- o Establish an SRO replacement fee required for conversion or demolition of existing residential hotels.
- o Amend the R-70 residential zone regulations to allow semi-transient residential activities as permitted activities.



# Investment Priorities



The investment strategy recommends priorities for using five types of local revenues: 1) tax increment, 2) off-street parking, 3) development mitigation, 4) assessment district, and 5) user fees. The City's ability to generate the additional revenue is tied, in part, to its ability to increase its rate of development. The tax increment revenues have been projected, based on an annual office development rate of over 500,000 square feet and on the completion of the Retail Center.

## **Tax Increment Priorities**

The recommended priorities for use of tax increment funds are:

1. Maintain and improve basic improvements (e.g. sewer, sidewalks, landscaping) needed to maintain Central District as an attractive and well functioning place to live and work.
2. Complete those long-standing community and economic development projects that have received previous financial commitments by the Redevelopment Agency including City Center, Victorian Row (Old Oakland), Preservation Park, and Chinatown.
3. Enact the tenant attraction programs to increase the rate of absorption and development of approved commercial projects.
4. Spend 20% of the new tax increment in Central housing policies.

5. Support improved job training/placement programs to coincide with increased commercial development.
6. Develop supporting improvements, including sewer pipes, school, streetscape amenity, circulation, transit, and parking to stimulate new housing and commercial development.
7. Use tax increment expenditures as an inducement to stimulate interest in projects that require additional local project financing through assessment districts. Such projects include the Broadway Trolley and Broadway streetscape enhancements.
8. Provide for contingency expenditures that may arise due to the needs of previously approved projects or to enable the Redevelopment Agency to take advantage of some unique opportunity.



# 1985-90 TAX INCREMENT INVESTMENT PRIORITIES

Available Increment	\$41,000,000	
		% of
COMMUNITY FACILITIES	\$3,500,000	total
Sewer Replacement	\$3,000,000	8.5%
Barrier Removal	\$500,000	
TRANSPORTATION	\$4,390,000	10.7%
Traffic Sub-total	\$4,140,000	
South of Harrison	\$360,000	
Franklin	\$600,000	
Grand (Broadway/Telegraph)	\$150,000	
Oak/Madison	\$250,000	
11th/12th couplet	\$1,300,000	
Northgate	\$10,000	
Grand (Broadway/Webster)	\$1,440,000	
Harrison(23/Grand)	\$30,000	
TSM Coordinator	\$250,000	
COMMERCIAL	\$14,400,000	37.6%
Tenant Attraction	\$2,000,000	
Day Care	\$500,000	
Retail Center*	\$7,000,000	
Victorian Row Mixed Use	\$5,900,000	
HOUSING	\$8,250,000	20.1%
City Center	\$2,000,000	
Residential Hotel Loan	\$1,000,000	
Hotel Acquisition/Rehab.	\$1,400,000	
Victorian Row Rental	\$1,750,000	
16th Street Rental Housing	\$2,100,000	
STREETSCAPE AMENITIES	\$7,050,000	17.2%
City Center West Park	\$1,200,000	
Rehab Lafayette Park	\$100,000	
Broadway Enhancements	\$5,000,000	
Street Trees (City Center West)	\$400,000	
Street Trees (Chinatown))	\$350,000	
COMMUNITY BENEFITS		
Labor Force Training/Placement	\$1,000,000	2.4%
CONTINGENCY FUNDS	\$1,410,000	3.4%
Available Increment	\$41,000,000	

\* The use of Off-Street Parking funds is also recommended for financing the public support for the Retail Center. If the Retail Center does not proceed, the funds should be redirected to accelerate the commercial and streetscape projects scheduled for 1990-1995 as well as implement the commercial loan rehabilitation program.

# **1990-95 TAX INCREMENT INVESTMENT PRIORITIES**

<b>Available Increment</b>	<b>\$32,000,000</b>	
		% of
		total
COMMUNITY FACILITIES	\$2,000,000	6.3%
School	\$2,000,000	
TRANSPORTATION	\$4,130,000	12.9%
Traffic Sub-total	\$3,880,000	
17th Street realignment	\$3,880,000	
TSM Coordinator	\$250,000	
COMMERCIAL	\$16,000,000	50.0%
Tenant Attraction	\$250,000	
Day Care	\$250,000	
Retail Center*	\$13,000,000	
City Center	\$1,000,000	
Chinatown	\$1,500,000	
HOUSING	\$6,400,000	20.0%
City Center	\$2,200,000	
Hotel Acquisition/Rehab.	\$2,000,000	
Retail Center Retail Housing	\$2,200,000	
COMMUNITY BENEFITS	\$2,000,000	6.3%
Labor Force Training/Placement	\$1,000,000	
Community Equity(Retail Center)	\$1,000,000	
CONTINGENCY FUNDS	\$1,470,000	4.6%

\* Should the Retail Center not proceed the funds should be redirected to accelerate the commercial and streetscape projects scheduled for 1995-2000 as well as continue with the commercial loan rehabilitation program.

# 1995-2000 TAX INCREMENT INVESTMENT PRIORITIES

Available Increment	\$47,500,000	
COMMUNITY FACILITIES	0	% of total 0.0%
TRANSPORTATION	\$12,650,000	26.6%
Traffic Sub-total	\$5,400,000	
I-980	\$3,450,000	
Two-Way Conversions	\$1,950,000	
Parking Garage	\$5,000,000	
TSM Coordinator	\$250,000	
Broadway Trolley	\$4,000,000	
COMMERCIAL	\$10,000,000	21.1%
Housewives/Swans Retail	\$7,000,000	
Produce Market/Embarcadero	\$3,000,000	
HOUSING	\$9,500,000	20.0%
Broadway North Housing	\$2,200,000	
City Center West	\$7,300,000	
STREETSCAPE AMENITIES	\$7,600,000	16.0%
Jefferson Square Rehab	\$400,000	
Street Trees (Broadway North)	\$1,000,000	
City Hall Plaza	\$5,000,000	
Telegraph/San Pablo Improvement	\$1,200,000	
COMMUNITY BENEFITS	\$3,450,000	7.3%
Labor Force Training/Placement	\$1,000,000	
Cultural Development	\$2,450,000	
CONTINGENCY FUNDS	\$2,300,000	4.8%

**Off-Street  
Parking Funds**

The CDDP Transportation policies called for 5000 short-term parking spaces in order to satisfy projected demand while still providing good access throughout the Central District. The recommended parking investment program could achieve 84% of the desired parking amount but would require \$6.5 million more than the projected \$46 million on revenues available for such expenditures. The 1995-2000 tax increment budget allocates an additional \$5 million for parking that could result in an additional 500 spaces. Therefore, the overall parking finance approach comes extremely close to the desired target. Another increase in the meter rate may be needed, to help finance more garages, if short-term parking again becomes scarce. The parking investment program assumes that the City would issue bonds, backed by the parking revenues to finance the recommended program.

**PARKING INVESTMENT PROGRAM**

	# of Spaces	Cost (000)
1985-1995		
Chinatown	500	\$6,000
Victorian Row Mixed-Use	400	\$3,800
Retail Center	2700	\$30,000
1995-2000		
City Hall Plaza	300	\$7,500
Jack London Square	500	\$5,500
		<u>\$52,800</u>

**Development  
Mitigation Costs**

Due to the gap between the total cost of the Central District Development Program and the available local revenues, it is necessary to require project developers to pay for public infrastructure and transportation costs associated with demands created by their projects. Such costs can include those needed to pay for increased public services or facilities caused directly by the project as well as payment of a pro-rata share of costs for community service demands caused by cumulative impacts of the project in conjunction with other nearby projects.



**Assessment  
District**

Because there are insufficient local revenues to pay for the entire CDDP investment program, it will be necessary to finance some of the projects as a part of an assessment district approach. Such projects must therefore garner sufficient popularity among the Central District property owners and businesses because such financing can occur only after achieving a majority of their support.

The projects recommended for assessment district financing are:

Assessment District Support	
Broadway Trolley	\$5,000,000
Broadway Enhancements	\$4,000,000

The tax increment budgets do contain some level of support for each of these projects. That money is included as an encouragement to the property owners, businesses and other public supporters to seek other forms of assistance for the projects including the formation of an assessment district.

**User Fees**

The Office of Public Works has estimated that the cost of replacing, expanding or rehabilitating Central District sewer pipes could be as high as \$15 million. Such costs would include the construction of a bypass sewer at the north end of the Central District. The Redevelopment Agency has already allocated \$1.3 million for the north sewer project and the recommended 1985-90 tax increment budget calls for an additional \$3 million to be spent on Central District sewer improvements.

The problems associated with the Central District sewer pipes, as well as those pipes located throughout the utility district, are caused by deterioration and insufficient maintenance over a long time period. The problems have not occurred as a result of recent or anticipated new development. Therefore, it is more appropriate that much cost be spread in an equitable and cost-sensitive manner among all utility district users.



## **Credits**

### **Oakland City Council**

Mayor Lionel Wilson  
Councilmember Aleta Cannon  
Councilmember Leo Bazile  
Councilmember Mary Moore  
Councilmember Frank Ogawa  
Councilmember Richard Spees  
Councilmember Marge Gibson  
Councilmember Wilson Riles, Jr.  
Councilmember Carter Gilmore

### **CDDP Select Committee**

Chairperson, Councilmember Aleta Cannon  
Councilmember Leo Bazile  
Councilmember Mary Moore  
Councilmember Frank Ogawa  
Bill Downing, President, Chamber of Commerce  
Walter Abernathy, Executive Director,  
Port of Oakland  
Henry Gardner, City Manager  
Alvin James, Planning Director  
Norman Lind, Planning Director (retired)  
Terry Roberts, Public Works Director  
George Williams, Director,  
Oakland Economic Development  
and Employment

### **CDDP Technical Advisory Committee**

Alvin James, Chairperson, Planning Department  
Norman Lind, Chairperson, Planning Department  
(retired)  
Walter Abernathy, Port of Oakland  
Captain James Cooper, Police Department  
Richard Digre, Finance Department  
Henry Gardner, City Manager  
Toni Hewlett, Office of Community Development  
Donald Larson, AC Transit  
John McCallum, Metropolitan Transportation  
Commission  
Irwin Mussen, Bay Area Air Quality Management  
District  
Barbara Neustadter, BART  
Terry Roberts, Public Works Department  
George Williams, Office of Economic  
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Mitch Hardin  
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